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SUMMARY OF THE PROPOSED CIVILIAN INTELLIGENCE PERSONNEL MANAGEMENT SYSTEM (CIPMS) IN ARMY

1. Congressional Intent

Section 504 of the Intelligence Authorization Act of 1987 (PL 99-569), passed in October 1986, authorized the Secretary of Defense to establish a separate excepted service civilian personnel management system for the Army, Navy, and Air Force Intelligence Communities. Section 504 delegated broad authorities. It did not specify what would be the features of the new system other than that they should overcome the problems inherent within the existing personnel management system. Those problems were generally seen to stem from a lack of comparability of systems and compensation practices among the various agencies within the Federal Intelligence Community. This lack of comparability resulted in lower quality job applicants than desired, high personnel turnover, and excessive interservice competition for personnel. Specifically, the Secretary of Defense was provided broad authority to establish positions, appoint individuals, fix compensation, and terminate employment, in very special cases, without appeal outside the Department of Defense. These broad authorities largely parallel those already granted CIA, NSA, and DIA.

2. Developmental Process

Upon passage of this Act, the three services established both a tri-service Executive Steering Committee and a Working Group to plan and oversee a coordinated effort to design and then implement the new system. Each service also established service level working teams for position classification; recruitment and placement; management-employee relations; and training, development and career management that would design and propose their service's concepts for the system. The Department of Army relied upon MACOM Career Program Managers and other key careerists to staff these working teams. After each service completed their concept design, they met in a series of tri-service meetings to hammer out both the general outlines for the policies and principles that had to be tri-service wide as well as those areas where each service would be allowed to differ. The tri-service concept design has been approved by the Deputy Chief of Staff for Intelligence (DCSINT), LTG Weinstein, has been converted to a draft OSD Manual, and now awaits Secretary of Army and OSD approval and a Department of Army implementing regulation. Efforts were taken to design a system that would have familiar elements for supervisors and employees alike while improving on the present personnel system by making it more flexible, less complex, less burdened by administrative red tape, and more readily supported by line management. It should also be a system that would further civilian integration within the MI Corps. Military and civilian supervisors and employees can expect an orientation and/or training on the new system prior to conversion. Supervisors will have to relearn much of what they knew about personnel management and be aware of new responsibilities. MACOM Career Program Managers will also be key players in both the conversion process and the administration of the new system. Mr. James D. Davis, the Special Assistant to the DCSINT, has been assigned by the DCSINT to oversee the development and implementation of this system. Mr. Richard Christensen and Ms. Sally Wagner, personnel specialists from INSCOM, are assisting him. Ms. Wagner and Mr. Christensen can be reached on AUTOVON 222-1262/1263 to clarify features of the concept design or answer any questions. The Total Army Personnel Agency has also devoted a Branch in the Program Development Division to assist this effort. Mrs. Diane Lilienthal of that office can be reached on AUTOVON 221-9335.

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SUMMARY OF THE PROPOSED CIVILIAN INTELLIGENCE PERSONNEL MANAGEMENT SYSTEM (CIPMS)

3. Delegation of Authority

The Secretary of Defense has:

(a) Delegated authority to the Assistant Secretary of Defense for Command, Control, Communications, and Intelligence (C^3I) to establish functional mission requirements for the personnel system;

(b) Delegated authority to the Assistant Secretary of Defense for Force Management and Personnel (FM&P) to approve actual personnel management policies and procedures;

(c) Delegated authority to the Secretaries of each Military Department to establish positions and appoint individuals, and to implement and administer the system; and has

(d) Delegated authority to the Secretaries of each Military Department to remove employees without appeal outside the Defense Department when in the interests of national security.

4. Policy Development and Management

a. ASD (C^3I) and ASD (FM&P) will lead an Executive Steering Group with functional service (intelligence) representation, to oversee the development and administration of the CIPMS. The Army has served as Executive Agent representing the tri-services on that group.

b. The Services will participate on a tri-service working group to develop policy and regulations, that will be submitted through each service's Assistant Secretary for Manpower and Reserve Affairs, to ASD (FM&P) for final approval and publication.

c. Within Army, the DCSINT will develop, the Deputy Chief of Staff for Personnel (DCSPER) will review, approve, and promulgate, and the Assistant Secretary of the Army for Manpower and Reserve Affairs will review and give final approval to both Army level policy and policy proposed for OSD level approval.

d. The ASD (FM&P) will review, approve, and publish regulations and policy in manual format as proposed by the tri-services. Each service will supplement where needed and permitted by the OSD manual.

5. Personnel Management Administration and Servicing

The CIPMS will be overseen within Army by a multi-functional service level organization: that will develop and implement policy and procedures; perform program evaluation; and perform liaison with both the other services, OSD, NSA, CIA, DIA, and the competitive system. It will also develop and maintain standardized/generic task analysis based documents (job descriptions, etc); and provide on-site training, advice and assistance. MACOM Career Program Managers will also assist as position management and resource managers, and as subject matter experts when developing standardized/generic personnel documents. Local operating civilian personnel offices will continue to service the CIPM's widely dispersed work force in one of two modes: (1) as administrators of the

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process of personnel management where coverage in the CIPMS is small; or (2) as both personnel management administrators and advisors where there is sufficient concentration of CIPMS personnel to generate committed, personnel specialists who are fully conversant with the system and who possess necessary clearances.

6. Employee Coverage

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a. The tri-service Intelligence Community proposes to convert approximately 9,500 employees to the CIPMS. About 4,400 should be converted within Army. Any one of three criteria are proposed to be used to determine coverage. Coverage would be limited: (1) to employees in commands and activities that have a primary intelligence mission (such as those in the Intelligence and Security Command or the Army Intelligence Agency); (2) to employees engaged in intelligence work in non-intelligence commands and agencies if they are eligible to register in the Defense Intelligence Special Career Automated System (such as those in the GS-132, Intelligence Specialist series, and shortly those presently in the GS-080, Security Specialist series not predominantly performing a law enforcement function); and (3) to employees in direct support of intelligence functions in non-intelligence commands if designated by either the Service Functional Chief or by Major Commander's (such as Personnel Specialists, Secretaries, etc., in such non-intelligence commands as U.S. Army Europe and the Army Materiel Command who work in an intelligence organization such as a Deputy Chief of Staff for Intelligence). Employees specifically excluded from coverage in the CIPMS within Army that reside in intelligence organizations will be Senior Executive Service employees, local foreign national employees, and national guard and reserve technicians.

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b. Employee Coverage is a very significant issue and has been controversial. The Office of the Assistant Secretary of the Army (Manpower and Reserve Affairs) initially believes that the best interests of the Army would be served to limit the CIPMS to only "intelligence professionals". That office has directed that consideration be given to including employees by series and function rather than by organization. That office already accepts those in GS-080, 132, 134 and 1710 series working in an intelligence function, and appears favorably disposed to also include those who perform scientific and technical intelligence functions (i.e. engineers and scientists). The DCSINT will also reclama seeking total coverage for INSCOM and AIA. It is vital however, that coverage be also comparable in Air Force and Navy. It is therefore possible that OSD will largely determine the policy on employee coverage. In any case, the ODCSINT will work closely with the Office of the Assistant Secretary of the Army, the ODCSPER, and each MACOM to ensure that the portion of Army's regulation on coverage will optimally balance the best interests of both the CIPMS and the existing competitive service.

7. Classification and Position Management

The tri-services will combine features of the general competitive service's, the National Security Agency's (NSA), and the Defense Intelligence Agency's classification and position management systems.

a. OPM's general schedule (GS) pay plan, grading structure (18 grades), and within grade pay increase structure (10 steps) will generally be retained. NSA's primary grading standards for supervisory and non-supervisory positions

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will be adopted for all covered CIPMS positions. DIA's career ladders will be used in combination with a management to budget oriented cost control system to manage position structures and cost growth.

b. A "grade banding" feature will be overlaid on the primary classification standards as a mechanism to: promote general grade alignment between and among the services, as the first step for managers to focus on the several major career bands in preparation for possible later pay banding; and as a point of interface between classification and career development programs. Bands will be determined separately for professional/administrative two grade interval, technical/assistant one grade interval, and clerical lines of work or "career paths". Each band within a career path will contain two or more grades grouped to reflect a general career level such as entry, journeyman, expert, or senior expert levels.

c. These career paths and grade bands will become a framework for establishing "carer ladders" for specific specialties. These career ladders will fit within the appropriate career path model but will be modified to reflect actual grading practices within Army. Use of career ladder diagrams to assist in classification is a feature adopted from DIA.

d. New position titles will often be established for intelligence and security specialties. There may also be a combination of those two specialties into a general intelligence series to promote greater professionalism and better mirror the military personnel management structure. Otherwise, position titles and series will generally remain the same as for competitive service positions.

e. Supplemental occupational guides will be developed for intelligence and security ("mission") specialties that will control series coverage and titling practices. Guides may be written for any mission speciality with enough population to justify the effort. The guides will also contain both descriptions of common work levels (grade bands) and grade levels to assist managers in the classification process. Series coverage, titling practices, and grade determinations, would still be obtained from OPM classification standards for most other lines of work ("support series") until or unless these supplemental occupational guides are published for them.

f. Short standardized and/or generic position descriptions will be eventually written for each career ladder and grade level within each major command or installation with the key determinations coded on the descriptions to allow for later computerization. This approach will substantially reduce the administrative burden on line supervisors and promote equity within commands as well as prepare for a future "paperless" personnel system.

g. Classification authority will be delegated through major commanders to commanders or activity heads for redelegation to top line managers with budget authority. Classification authority may likely be retained by the civilian personnel office only where specifically approved by a MACOM. MACOM Intelligence and Security Career Program Managers will become position management officers for all covered positions within their command and will also oversee the management to budget process.

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h. "Impact of the Person on the Job" or "Rank in Person" will be institutionalized as an option for all lines of work to ensure that the total worth of any position and its incumbent can be recognized in the classification process. Such control mechanisms as management review boards may be established to periodically review nominations and recommend promotions to top management based on service and command established criteria.

i. "Dual track" career ladders will also be promoted for all lines of work to ensure, within reasonable limits, that progression to the highest grades in a job specialty will not solely be through supervisory jobs.

j. Classification appeals will be limited to the functional management chain of command up to a final service level decision from the DCSINT. The Office of Personnel Management will not have classification oversight over the CIPMS.

8. Recruitment and Retention

Army's implementation of the CIPMS will reflect many of the goals set by the DA Civilian Personnel Modernization Study for the larger competitive service. Army's CIPMS should increase flexibilities for managers assuring them the degree of control they need to properly exercise their responsibilities.

a. OPM's qualification standards (i.e., X-118) will continue to be used but only as a guide. "Time in grade" and "years of service" will normally not be used as arbitrary qualification screens. Instead, a careful review of an applicant's documented qualifications will be compared with the actual requirements of the position developed in a short written crediting plan. Affirmative action should be promoted by removal of these "barriers" to the selection, promotion or reassignment of many minorities and women.

b. As a statutory excepted service program, direct hire authority will be exercised for all positions. Referral lists will be obtained from either the Defense Intelligence Special Career Automated System (DISCAS), on a courtesy basis from Army level career programs, or from local merit promotion procedures. A supplemental "skills bank" or other referral mechanism is planned to refer outside applications within Army's intelligence and security community when they cannot be used locally.

c. Delegations of personnel authorities will also be granted to the local commander whenever possible to give commanders direct responsibility for their personnel programs. Departmental level approvals will be expedited when approval at that level is required.

d. Supervisors will be trained to negotiate with prospective employees on "recruitment and rentention compensation" that could include advanced in-hire rates, first duty station travel, relocation expenses, "signing bonuses", etc, to fill either "hard to fill positions" or to obtain superior candidates.

e. "Conditions of Employment" will be institutionalized in regulation as a separate aspect of personnel management and will cover such topics as security clearances; polygraph, urinanalysis and medical examinations; mandatory mobility; mandatory length of overseas tours; etc. Major commanders will be delegated authority to impose or recommend imposition of any or all of these

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requirements on either a specific position or a class of positions where a clear need can be demonstrated.

f. Employees entering CIPMS will be hired under or converted to a statutory excepted service appointment that will not earn competitive status for the competitive system. Employees already possessing "personal" competitive status in the competitive service will, of course, retain that status and be able to exercise it, if and when, they seek later employment in the competitive system.

9. Career Management

DISCAS and the Intelligence Career Development Program (ICDP) should grow into the dominant referral and career management system within the CIPMS. Within Army, the new Army Civilian Training, Education, and Development System (ACTEDS) will be blended with the ICDP to ensure connectivity with both the excepted service (ICDP) and the Army's competitive service career management system (ACTEDS).

a. DISCAS coverage will be expanded to include non-law enforcement Security Specialists, GS-080 and Cryptological positions. At a later time coverage will be further expanded to include all present two grade interval series to both ensure an effective data base for manpower planning, and to promote movement between services among "support" professionals (personnelists, logisticians, resource managers, etc). Employees will be first automatically included based on entry into the CIPMS from existing personnel data and then be required to file periodic updates to provide data otherwise not available, such as previous experience, training, education, mobility, etc.

b. DISCAS will be utilized more and more as a major referral source but not as a sole source within the intelligence community. Although presently a mandatory system at GS-13 and above, DISCAS will experiment with various approaches to required levels of referral for GS-132 and Scientific and Technical positions. Local management will be largely responsible for determining areas of consideration and for ensuring support for "corporate" affirmative action and career management goals and objectives.

c. Each position in DISCAS will be coded during the classification process as to function and specialty for manpower planning, program evaluation, and to better determine needed competencies when management announces vacancies and when employees register for referral consideration.

d. Specializations with significant populations will be identified and subject matter experts appointed to develop career ladders (general progression paths), required competencies, and accompanying essential, desirable, and developmental training and experience requirements. Once identified, required competencies will become the core mandatory and desirable qualification requirements used in standardized crediting plans to screen and rank candidates. This should ensure a steady and directed growth in professionalism throughout the CIPMS as well as ease the administrative burden on line managers and servicing civilian personnel offices.

e. Employees with personal competitive service career status in series covered by other Army career programs than intelligence and security (support professions) will be encouraged to maintain their registration in those career

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programs voluntarily and pursue those program's recommended training and development opportunities. Additional training and development to achieve career management objectives of the intelligence community will be overlaid on existing Army career program objectives, when necessary.

f. Interns and executive development are planned to be centrally managed with the goal of steady growth for both programs. There will be, in addition, a renewed emphasis on supervisory/managerial development utilizing the leadership training being developed within ACTEDS for all of Army.

g. Army's existing training and development programs will be utilized for non-career program (i.e., one grade interval and wage grade lines of work) excepted service employees. These programs coupled with greater flexibility in assessing qualifications for developmental assignments should open up new opportunities for wage grade, clerical, and technician/assistant personnel within the CIPMS.

h. Existing competitive service training policies will be utilized by the CIPMS in most cases.

10. Performance Management.

The CIPMS will heavily rely on performance based basic pay adjustments and cash awards to reward and motivate employees.

a. Upon conversion to the statutory excepted service present Performance Management and Recognition System (GM) employees will be converted to the GS system. The GM system will not be used within the CIPMS.

b. Each service will initially utilize their present performance appraisal system for competitive service GS employees except that "mechanical" determinations of overall adjectival ratings will be discouraged. Supervisors will be permitted to assign the most equitable rating. A study is planned, however, to propose a tri-service unique excepted service appraisal system. In any case, standardized or generic performance standards will be developed for many specializations, allowing managers and employees the ability to adopt or adapt "performance contracts" from off-the-shelf that will be equitable for their specialty throughout the Army. These standardized or generic performance standards will also "link back" to standardized/generic position descriptions, training plans, and crediting plans to assure consistency and uniformly promote functional career management objectives.

c. Existing monetary award devices, such as quality step increases, sustained superior performance awards, special act or service awards, etc, will be utilized to promote "pay for performance". Most existing competitive service restrictions on usage will, however, be dropped in favor of "manage to budget" type organizational controls to permit greater flexibility and equity in determining monetary compensation.

d. Although recent performance will be a significant consideration in determining monetary compensation, managers will not be limited under the CIPMS from considering such other factors as present compensation, past awards, past performance, employee objectives and motivators, organizational budgets, etc. Managers will also not be required to link a recent performance rating with any

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level or type of compensation or recognition but may choose to let the rating, even an exceptional rating, speak for itself.

e. The existing comparability increase program used by the competitive service will be adopted by the CIPMS. CIPMS must retain the 10 step within grade system but the services will explore alternative methods of administering this system to further promote the principle of pay for performance.

11. Special Termination Authority.

A unique feature of the CIPMS will be the provision to remove employees without appeal outside the Department of Defense, when in the interests of the United States, and when other removal provisions are not in the interest of national security. This authority is designed to be utilized rarely only when an employee's conduct or performance warrants, when national security considerations apply (when there is a reasonable possibility for compromise of intelligence methods, means, sources, etc, if reviewed on appeal outside the Department), and when an employee is not being accused of espionage. (Other long standing provisions exist to speedily removed those accused of espionage). Full due process rights will be afforded employees whose removal are processed under this new authority to include the right to appeal a removal but only to the Secretary of Defense.

12. Adverse Actions and Grievances.

Adverse actions and employee grievances over personnel actions will be unchanged by the CIPMS except in those rare termination cases cited in paragraph 11 above. All excepted service employees, however, who are not veterans preference eligibles are already restricted from appealing to the Merit Systems Protection Board and must grieve adverse actions through Army's Grievance System.

13. Military Intelligence (MI) Corps

Professional Army employees in two grade interval series engaged in intelligence functions within the CIPMS belong to the MI Corps. The MI Corps is part of the overall regimental concept being integrated within the Army structure. It reflects a need to foster "branch" or "corps" identity and loyalty regardless of assigned organization or job. The MI Corps will foster identity and loyalty through publications, through the workings of the ICDP career management system that directs and molds career development, and through the CIPMS itself that will compensate those making a long-term commitment to the Corps.

14. Employee Benefit Programs.

Life and health insurance, unemployment compensation, and retirement programs will not be changed by the CIPMS. Service obtained in both the competitive and excepted services is creditable for these programs.

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